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ABSTRACT

This report was designed to aid ongoing development of statewide planning and coordination for Ohio's complex two-year college system. The mission of this system is defined in terms of four areas: Access, Program, Stewardship of Resources, and Institution and the Community. The system is dedicated to the concept of open education with minimal cost or obstacles to the public. Ohio has developed four separate two-year college systems in the last 12 years: community colleges, state general and technical colleges, technical institutes, and university branches. The Ohio Citizens' Task Force on Higher Education made no recommendations about revamping the system to overcome the complex governance problems, choosing rather to define the boundaries of each type of college. Since expansion in number of colleges has been curtailed, the major concern in planning is to equalize the availability of programs throughout the state. Special attention is to be given to those areas where unwarranted program duplication and unnecessary institutional competition exists. Appended is a list of technical associate degree programs available in Ohio and a discussion of the justification for inclusion of a program at any single college on the basis of demographic and manpower needs assessment for a community. (MJK)

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U.S. DEPARTMENT OF HEALTH
EDUCATION & WELFARE
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THE TWO-YEAR COLLEGE SYSTEM IN OHIO: A PLANNING REPORT

THIS REPORT HAS BEEN REVIEWED BY THE
1202 ADVISORY COMMISSION AND CONSIDERED BY
THE OHIO BOARD OF REGENTS IN ITS CAPACITY
AS THE 1202 COMMISSION ON MARCH 21, 1975.

OHIO BOARD OF REGENTS
30 EAST BROAD STREET, 36TH FLOOR
COLUMBUS, OHIO 43215

JC 750 433

preface

The Citizens' Task Force on Higher Education dedicated a major section of its report to "Planning: In Pursuit of Excellence." A challenge was directed specifically to the Board of Regents.

> **"In the next decade the Board must become a much more effective planning body. It must formulate and advocate a program for improving higher education in Ohio around which the higher education community can coalesce. We urge special emphasis on the effective delivery of educational services through two-year institutions; . . ." (p. 17, emphasis added.)**

The timeliness of the charge to place special emphasis on two-year institutions became all the clearer with economic developments late in 1974. The soaring inflation rates general in the economy struck higher education particularly. Many families were forced to re-examine college plans for the children, and college "at home" was a more attractive alternative. The recession within the economy that decreased job opportunities also focused attention on college education related directly to employment. The concept of an occupational focus and short term steps toward paraprofessional and technical careers, which have long been central to two-year campuses, became more important.

While the Task Force study was still in process, the Board of Regents had directed its staff to review the work of two-year campuses, to evaluate what was being done and what should be done, and to outline procedures for implementing a statewide plan.

This is the first formal staff report on that charge. Advisory committees have met, staff reports have been drafted, discussed, discarded, and drafted again. It is offered, not as a master plan, nor the product of consensus, but as a step in working toward meeting the needs of Ohio for two-year collegiate offerings. As the Task Force said,

> **"Success [in coordination of efforts to meet the State's needs] does not come from periodic production of master plans, but rather from a continuous planning process, the tool by which state policy objectives for postsecondary education are shaped, attained and measured. Ideally, it is a consensus-building process which, to be fully effective, requires the active involvement of all segments of postsecondary education. It achieves this involvement by various consultative arrangements, most important of which should be flexible advisory structures." (p. 15).**

This report is submitted in line with the philosophy of the Task Force, as part of a consensus-building process representing a view of how things stand at the moment. Within its pages, we describe our understanding of (1) goals for Ohio's two-year college system that have been accepted by the Board of Regents and the state, (2) the facilities and programs existing to help achieve those goals, (3) some problems to be faced, and (4) some guidelines for further planning and action to take Ohio further toward its objectives.

The Board of Regents invites participation in further planning by representatives of the groups identified in Section III with the hope that substantial progress toward Ohio's goals will be made in 1975 and 1976.

Dolph Norton
Chancellor

March 21, 1975

section one

OHIO'S TWO-YEAR COLLEGE SYSTEM: ITS MISSION

The goals and missions of Ohio's two-year college system have developed and become definitive within the overall framework of planning for all of higher education in Ohio.

In 1966, the Master Plan for Higher Education concluded:

> **"Higher education must be given a high place of importance among the needs of the nation and of Ohio if growing demands for educated manpower are to be met, if the increasing necessity for an educated citizenry is to be satisfied, if the national security is to be preserved, if economic growth is to be insured, and if individual satisfaction and the general welfare are to be enhanced."**

The same philosophic posture was stated in the 1971 Master Plan:

> **"Higher education in the United States . . . has a dual purpose to encourage the intellectual development of the individual and to prepare the individual for productive participation in society. It has never been a simple matter to define either objective in terms of clear cut expectation or outputs, in terms of effective operational process, or in terms of individual as against social benefits. Moreover, there are some persons who see the strength between higher education and society not as a relationship of service only but as a relationship of change."**

The programs implementing the inter-related goals of intellectual development and job preparation, personal development and social service, have received broad support in planning, implementation, and participation. To the single community college in operation in 1963 were added four more over the years; "extension" programs by colleges became "branches" with full physical campus facilities; technical colleges grew into independent units with additions to the postsecondary school offerings; a special two-year "state general and technical college" was developed.

In 1974 the Citizens' Task Force on Higher Education focused a substantial amount of its effort on the appropriate development of two-year college programs. These programs were of special importance in each of the three major areas of concern of the Task Force: (a) ample access to opportunity; (b) lifelong learning as a central focus for higher education; and (c) the development of excellence.

With the challenges facing all of higher education, and the resources which seem to be at hand, specific goals for the two-year system can be summarized under four headings.

1. ACCESS – The geographic access which is inherent in a system which now provides a two-year campus within easy driving distance of almost every Ohioan must be translated into service-participation involving Ohioans in numbers equivalent to the U.S. average.
   a. The policies of non-discrimination with regard to race, religion, sex, national origin, socio-economic status, age, and physical handicap shall be supplemented by a recruitment program aimed specifically at under-represented population groups within each service area.
   b. Open admission policies shall be supplemented by supplementary programs or programs in developmental education which will assist interested students in making up lost opportunities, in skirting non-essential barriers to work in a given program, and in persisting toward legitimate educational goals without unnecessary hindrance by academic calendars.

c. Students with outstanding ability will be encouraged to make full use of their talents in seeking the most challenging goals and programs without the hindrance of unnecessary routines.

d. Instructional fees should not be allowed to become a barrier to participation; fees will be set in recognition of local conditions as much as possible; schools will seek funds for scholarships and grants for students and work to the goals that economic opportunity in the area of student fees is a reality for all who seek it.

e. There will be an absolute minimum of administrative and bureaucratic obstacles to educational opportunity, either in application forms, admission policies, or formal requirements for transfer into a two-year college program, or from a two-year college program to other educational opportunities.

f. Counseling services will be available on every two-year campus for every student seeking assistance. There will be a person designated to work with any student on his / her problem or complaint.

2. PROGRAM – Each citizen of Ohio shall have available a broad range of two-year programs including traditional college courses at the introductory level, technical programs leading to several career alternatives, and continuing education for career, professional and personal development.

a. Each two-year service area shall, with the assistance of a citizens committee and professional consultation, review current educational offerings and needs on a biannual basis.

b. Program opportunities shall not be restricted to individuals because of the commuting or service area within which they live; where only a few programs of a given type exist within the state, they shall be open to citizens of the entire state.

c. State authorization of less common programs requiring expensive equipment and large population bases from which to draw students will be limited to prevent diluting financial support and student demand.

d. State policies and institutional planning shall be effectuated to encourage cooperative program developing in order that maximum access to the system shall not be limited by the necessity for a large critical-mass program. One-plus-one programs are an example of what can be done.

e. Monitoring of graduate or participant placement shall be a regular part of program administration.

3. STEWARDSHIP OF RESOURCES – The Board of Trustees of two-year institutions (or institutions operating two-year campuses) bear a responsibility for the careful stewardship of statewide resources applicable to statewide goals. The Board of Regents is responsible for working with local institutions to clarify the state goals in any local situation and for approval of programs consistent with these goals. There is a joint but separate responsibility for stewardship.

a. The Board of Regents will present specific questions on stewardship of resources to individual boards of trustees and discuss frankly issues of stewardship.

b. The local boards of trustees will work with the local administrators in implementing recommendations in the manuals of best practice developed in the Management Improvement Program of the Board of Regents. On request, the Board of Regents will make its staff available for consultations.

c. The Board of Regents recognizes the need to restrict development of new campuses and will be clear in its recommendations to the political bodies involved.

4. INSTITUTIONS AND THE COMMUNITY – Two-year campuses are a resource of their local community, as well as of the state; to that end formal ties will be established from within every county one or more two-year campuses which will be identified as "local community."

a. Where institutions have "local" boards of trustees, appointing authorities are requested to consider county representation from all community service areas.

Where there are no local boards of trustees, college authorities will consider county representation on advisory committees.

b. Two-year institutions will review their responsibility in the area of community services for informal functions (such as public lectures, art series, and individualized non-credit education) and exercise leadership with other educational institutions to help provide full range of community services.

c. Two-year campuses are responsible for expanding opportunities within their communities and will avoid unnecessary duplication with institutions, public and private, offering similar services. Each college will regard it as a matter of its own success, if it encourages broader use of all community resources.

d. The Board of Regents will encourage the colleges to develop innovative ways to make educational opportunities available to all students irrespective of race, sex, age, national origin or handicap. This commitment for heightened awareness, conscious decisions, and the adjustment of all written materials pertaining to educational planning, staffing, programming, and reporting toward the elimination of role stereotyping, is in accord with the general statement contained in the regulations of the General Education Provisions Act regarding sex and other discrimination and interlocks with laws and federal rules and regulations affecting educational programs.

The goals outlined are concrete; the degree to which they are accomplished can be measured. Programs and policies can be identified to assist toward their accomplishment or to inhibit them. Some specific steps are described in the next section of this report. Procedures to develop still others are listed in the final section.

Two-year campus institutions have a clearer challenge than was evident ten years ago. It comes in part from jobs well done and in part from needs left unmet. This report will be reviewed in 1976 for inclusion in the bicentennial version of Ohio's master plan for higher education.

section two

TWO-YEAR CAMPUSES TODAY: RESOURCES AND CONCERNS

The Citizens' Task Force on Higher Education notes: "Geographic access is not an issue in Ohio." The full meaning of this statement becomes more concrete when the inventory of two-year campuses is displayed on a map of the State (Figure I). The services of one or more two-year campuses are within easy commuting distance of most Ohio residents.

There currently does exist a problem of geographic access to certain programs. In some sections of the state only baccalaureate-oriented programs are available, while in others only technical programs are offered.

In a statewide system as large as that of Ohio, there are always changes in process. However, at the current time Ohio has the following two-year campuses:

1. five community colleges (including one community college having three campuses), offering baccalaureate-oriented, technical and adult continuing education programs,
2. three state general and technical colleges which offer baccalaureate-oriented, technical and adult continuing education programs,
3. seventeen technical colleges (including the Agricultural Technical Institute at Wooster) which offer technical and adult continuing education programs,
4. twenty-three branches of the state universities which offer primarily baccalaureate-oriented programs, and in some cases technical programs and adult continuing education programs as well, and
5. four university urban technical centers which are integral parts of universities offering baccalaureate-oriented, technical and adult continuing education programs.

Within the past few months the Board of Regents was called upon to charter one new state general and technical college, resulting from a merger of a university branch and a technical college, and one which will replace a branch. One other is being considered in which a branch will assume a broader local role under an independent board. Several technical colleges have asked for expanded roles as state general and technical colleges, and one is exploring new functions in conjunction with a private college.

ENROLLMENT

Over 98,000 students are enrolled in degree programs at Ohio's two-year campuses,[1] and approximately 92,000 in non-credit programs. They are of every age – students fresh from high school, young adults, the middle-aged and retired. Some are preparing to transfer to a university campus, or relocate on the main campus in pursuit of a baccalaureate degree, some are preparing for their first career, some are retraining for a new career, some are upgrading their current job skills, while others are enjoying college credit courses without any particular goal.

Interpreting patterns of enrollment increase or decline in two-year programs is hazardous at best, but because most of Ohio's campuses are new, experience is short-term, and the campuses are still incomplete, special care must be taken in drawing conclusions.

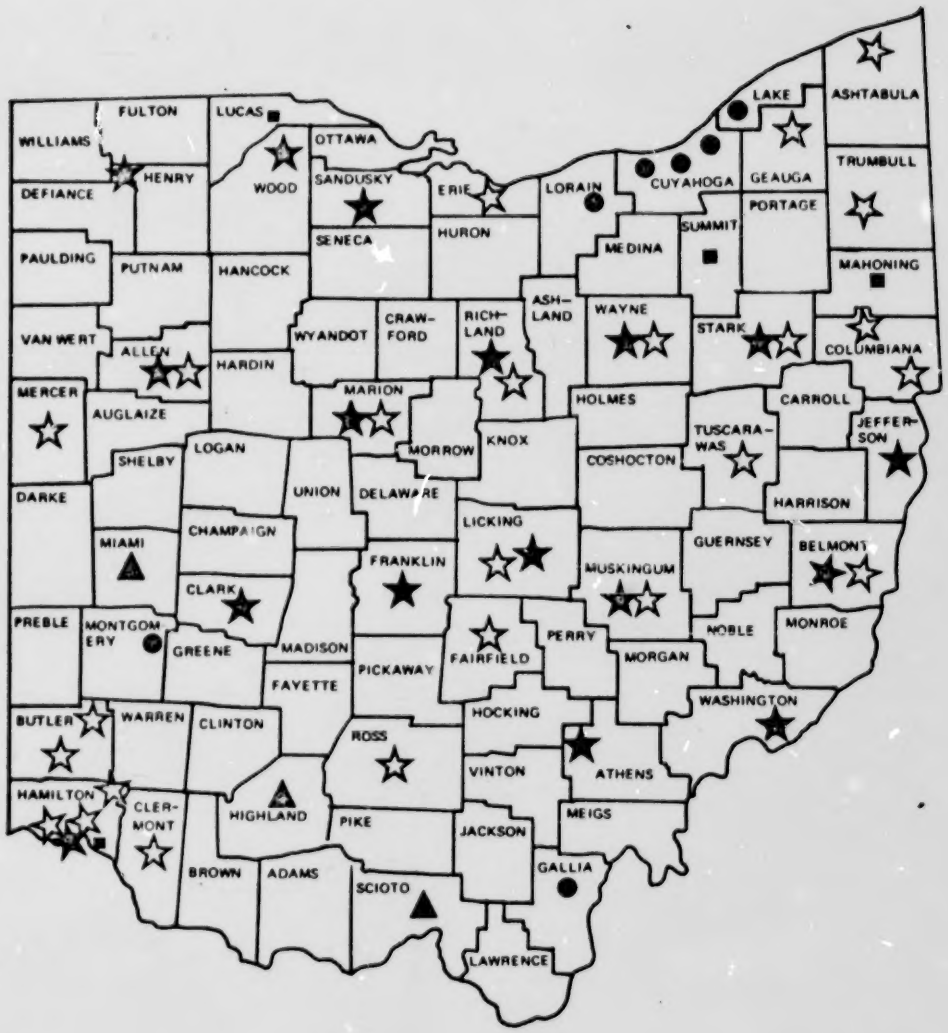
Figure II indicates the statewide headcount enrollment in technical colleges, university branch campuses and urban technical centers, and community colleges from 1967 through 1974. It is important to note the advent of new campuses helped increase the rate of growth. For example, Rio Grande Community College came into existence in 1973, which accounts for a portion of the increased community college enrollment of 1974.

Table I lists two-year campuses by type and headcount enrollment for a period from 1967 through 1974.

Headcount includes every person, full or parttime, enrolled during the Fall quarter; thus a student enrolled for one course counts as much as a fulltime student.

[1] Traditional freshman and sophomore courses on university campuses are not included in this report. Except as noted, the separately organized university "urban centers" of the University of Akron, University of Cincinnati, University of Toledo, and Youngstown State University are included. Enrollment figures for these four centers are not reported separately in the Uniform Information System, but come from an unpublished survey.

FIGURE I:
OHIO'S TWO-YEAR CAMPUSES



Community Colleges ●

Technical Colleges ★

State General and Technical Colleges ▲

University Branches ☆

Urban Centers ■

Note: State General & Technical Colleges at Portsmouth & Hillsboro not operational until September 1975.

FIGURE II
ENROLLMENT HEADCOUNT BY TYPE OF TWO-YEAR CAMPUS 1967-1974 FALL TERM

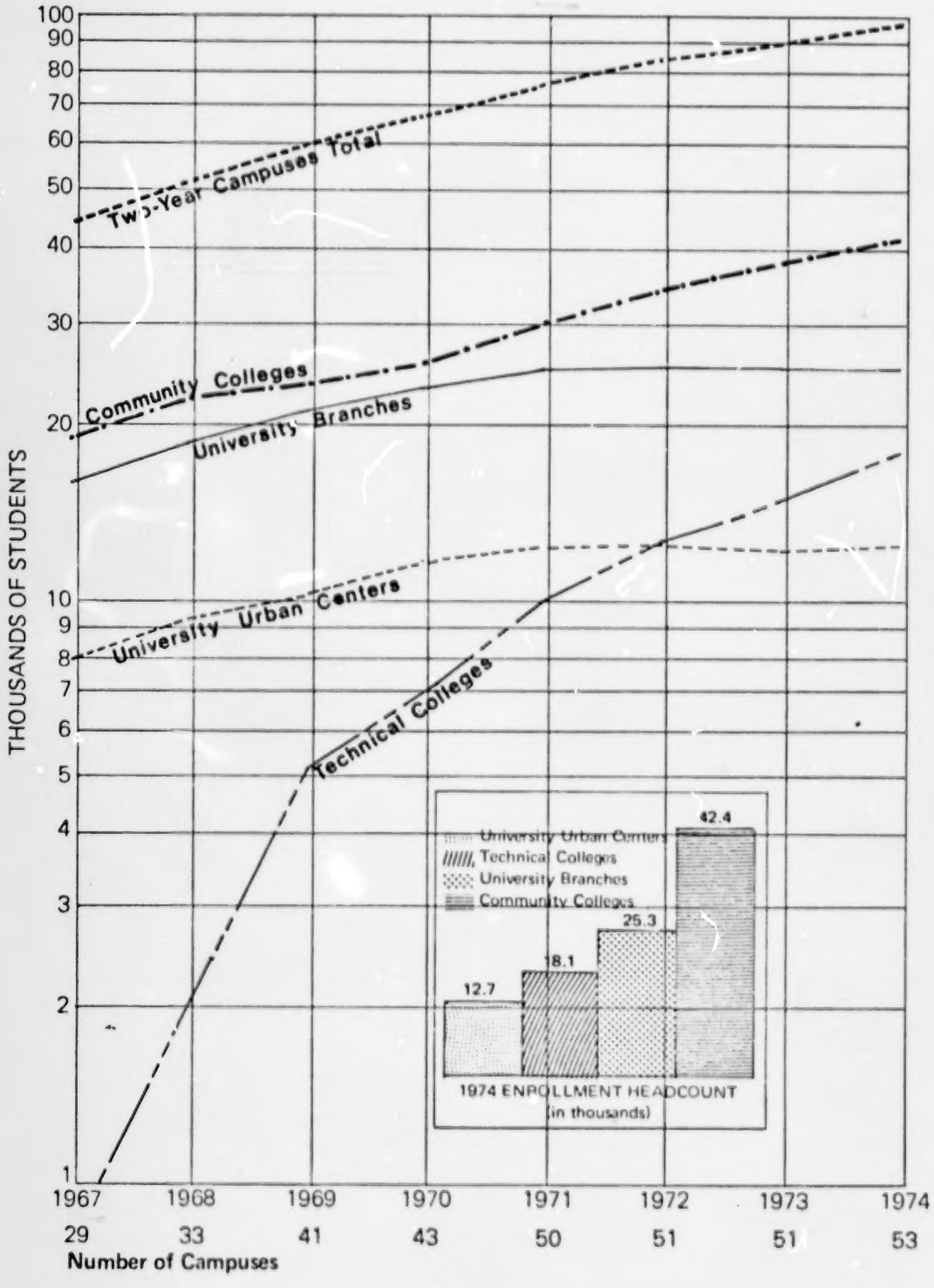


TABLE I: TWO-YEAR CAMPUSES
ENROLLMENT HEADCOUNT BY
ADMINISTRATIVE UNIT 1967-1974 FALL TERM

COMMUNITY COLLEGES	1967	1968	1969	1970	1971	1972	1973	1974
Cuyahoga	12,287	14,889	15,252	16,313	18,329	19,930	21,178	22,378
Lakeland	1,073	1,626	1,987	2,400	3,314	4,199	5,105	5,762
Lorain	3,162	3,259	3,508	3,500	3,860	4,024	4,319	4,509
Sinclair	2,576	2,708	3,156	3,734	4,739	6,361	7,780	8,720
Rio Grande								531
SUB TOTALS	19,098	22,482	23,903	25,947	30,242	34,514	38,382	41,900
STATE GENERAL & TECHNICAL COLLEGES								
Edison								491
TECHNICAL COLLEGES								
Belmont					258	479	565	432
Central Ohio					114	330	450	457
Cincinnati			654	885	1,210	1,498	1,671	2,037
Clark	322	483	672	716	958	991	1,138	1,417
Columbus	492	531	947	1,503	1,823	2,043	2,268	2,766
Hocking			550	626	937	1,033	1,120	1,281
Jefferson		323	483	471	626	739	849	1,006
Lima				358	469	531	652	714
Marion					187	494	373	390
Muskingum			288	608	989	780	602	786
North Central			312	397	498	655	777	938
Northwest			159	257	278	315	426	512
Owens		717	884	678	810	1,131	1,272	1,798
Scioto					319	464	566	659
Stark				92	122	253	639	876
Terra			275	418	556	738	1,002	1,250
Washington					60	172	199	332
OSU Agricultural Tech						198	382	457
SUB TOTALS	814	2,054	5,224	7,009	10,214	12,844	14,951	18,108
UNIVERSITY BRANCHES								
U Akron Wayne						472	604	591
UC Clermont						269	650	775
Ohio College of App. Sci.			2,957	2,154	2,043	2,352	2,438	2,471
UC Tri-County		264	466	503	432	338	359	341
UC Raymond Walters	629	1,213	1,438	1,524	1,875	1,848	2,222	2,430
KSU Ashtabula	909	852	953	939	959	929	760	803
OU Belmont	941	1,034	964	961	898	943	943	606
OU Chillicothe	708	694	740	773	770	723	571	669
KSU E. Liverpool	365	399	505	586	566	540	506	511
BGSU Firelands	603	577	720	766	788	1,001	1,127	1,166
KSU Geauga	446	485	502	645	621	492	373	309
MU Hamilton	517	1,135	1,486	1,633	1,615	1,515	1,579	1,544
OU Lancaster	748	799	996	1,162	1,360	1,211	1,300	1,182
OSU Lima	1,054	1,070	1,233	1,277	1,197	1,065	1,017	978
OSU Mansfield	1,143	999	1,052	1,189	1,113	1,026	1,090	1,046
OSU Marion	472	550	567	761	749	652	606	697
MU Middletown	1,925	2,156	2,226	2,370	2,132	1,876	1,842	1,820
OSU Newark	703	737	796	943	863	863	845	813
OU Portsmouth	807	848	755	768	761	714	695	525
KSU Salem	437	518	700	675	717	757	636	486
KSU Stark	1,810	2,140	2,463	2,525	2,579	2,268	2,023	2,009
KSU Trumbull	713	697	772	1,020	1,155	1,134	1,132	1,290
KSU Tuscarawas	402	629	730	778	851	823	731	792
WSU Western Ohio			581	588	725	757	732	675
OU Zanesville	987	1,054	1,122	1,055	1,004	945	777	738
SUB TOTALS	16,319	18,850	21,767	23,441	25,415	25,513	25,458	25,269
UNIVERSITY URBAN TECHNICAL CENTERS								
U Akron CommTech	2,856	3,183	3,631	4,295	4,426	4,103	3,705	3,587
UC University College	2,116	2,388	2,433	2,774	3,014	3,166	2,995	3,167
UT CommTech	3,152	3,109	2,972	2,767	2,684	2,474	2,475	2,559
Youngstown TechComm		810	1,405	1,997	2,619	2,932	3,253	3,412
SUB TOTALS	8,124	9,490	10,441	11,833	12,743	12,675	12,428	12,725
GRAND TOTALS	44,355	52,876	61,335	68,230	78,614	85,546	91,219	98,493

Table II lists two-year campuses by types and full-time equivalent students (FTE) for a period from 1967 through 1974.[2]

This year our colleges have evidenced a change in enrollments wherein many of them experienced a growth in enrollment from the Fall to the Winter quarter. Normally the same institutions have experienced a drop in enrollment between these terms. This phenomenon may relate to the unavailability of employment opportunities (cf. section on Opportunity Costs, p. 31).

The growth in enrollments in technical programs as depicted by Figure I, Table I, and Table II is particularly impressive. To what degree this reflects a population beginning to take advantage of heretofore unavailable opportunities, and to what degree it reflects a choice which diverts students from more general postsecondary education to career-oriented programs cannot be determined at this time. Proponents of two-year campuses generally assume that new campuses and new programs commitments generate increased enrollments of those who may not have considered enrolling in college prior to the creation of the new institution.

Enrollment change, i.e., growth or decline, for each campus during the past three years is shown in Table III. The past three-year period was selected for this table because many technical colleges were not in existence before 1971. This table indicates which campuses are growing and which are declining in enrollments; a comparison of headcount versus fulltime equivalent students indicates the extent to which the various campuses are attracting fulltime or parttime students. Although most campuses are serving more students (headcount), some are experiencing financial difficulties because state subsidies are distributed on an FTE basis.

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[2] Fulltime equivalent status for subsidy purposes is obtained by dividing the total quarter hours taught during the Summer quarter by 45 and the total quarter hours during the Fall quarter by 15, then adding these totals.

TABLE II: TWO-YEAR CAMPUSES
SUBSIDIZED FULLTIME EQUIVALENT STUDENTS BY ADMINISTRATIVE UNIT 1967-1974 FALL TERM

COMMUNITY COLLEGES	1967	1968	1969	1970	1971	1972	1973	1974
Cuyahoga	6,324	8,140	9,193	9,555	10,952	11,728	12,145	12,544
Lakeland	660	1,066	1,384	1,627	2,171	2,625	3,065	3,335
Lorain	2,220	2,388	2,457	2,364	2,633	2,606	2,763	2,770
Sinclair	1,455	1,568	1,826	2,246	2,524	3,955	4,581	5,006
Rio Grande								487
SUB TOTALS	10,659	13,162	14,860	15,792	18,280	20,914	22,554	23,655
STATE GENERAL & TECHNICAL COLLEGES								
Edison								209
TECHNICAL COLLEGES								
Belmont					217	298	294	257
Central Ohio					87	284	409	411
Cincinnati			656	857	1,209	1,400	1,692	1,901
Clark	325	513	702	716	900	947	957	1,069
Columbus	586	627	984	1,525	1,869	1,915	2,034	2,392
Hocking			528	641	755	923	1,024	1,182
Jefferson		236	353	324	384	455	427	497
Lima					381	462	528	578
Marion					117	350	294	254
Muskingum			279	600	830	784	675	688
North Central			279	386	485	624	732	843
Northwest			148	250	265	268	360	381
Owens	524	690	845	868	698	889	1,035	1,365
Scioto					295	458	558	599
Stark				90	129	243	532	710
Terra			210	350	456	576	776	916
Washington					37	125	152	171
OSU Agricultural Tech						175	434	570
SUB TOTALS	1,435	2,066	4,992	6,671	9,085	11,176	12,913	14,224
UNIVERSITY BRANCHES								
U Akron Wayne					376	331	397	348
UC Clermont						142	371	427
UC Ohio College Appl. Sci.			290	373	737	850	918	907
UC Tri-County		191	325	377	338	266	252	231
UC Raymond Walters	984	1,175	1,393	1,530	1,597	1,485	1,591	1,657
KSU Ashtabula	666	681	716	727	750	730	653	655
OU Belmont	585	707	644	613	616	513	468	322
OU Chillicothe	440	420	478	506	495	409	368	363
KSU E Liverpool	252	295	432	503	512	432	437	435
BGSU Firelands	298	413	477	602	640	650	702	683
KSU Geauga	203	256	277	377	355	282	204	167
MU Hamilton	83	374	667	759	828	852	797	768
OU Lancaster	465	407	563	595	752	750	653	567
OSU Lima	929	936	1,017	1,018	1,070	905	787	746
OSU Mansfield	976	842	866	942	907	864	770	783
OSU Marion	405	451	441	586	599	509	456	473
MU Middletown	901	826	1,072	1,065	1,207	1,013	1,038	1,006
OSU Newark	570	608	614	730	705	707	705	628
OU Portsmouth	500	591	535	481	520	462	439	351
KSU Salem	300	402	571	546	607	588	565	387
KSU Stark	1,137	1,509	1,796	1,880	1,848	1,587	1,517	1,428
KSU Trumbull	446	457	494	730	883	825	891	933
KSU Tuscarawas	274	467	583	653	708	629	649	630
WSU Western Ohio			356	361	396	380	360	355
OU Zanesville	612	614	637	635	664	589	504	442
SUB TOTALS	10,620	12,622	15,244	16,589	18,110	16,750	16,492	15,265
UNIVERSITY URBAN TECHNICAL CENTERS								
U Akron CommTech		1,073	1,349	1,786	2,064	2,209	2,300	2,354
UC University College		2,153	2,127	2,340	2,630	2,651	2,393	2,604
UT CommTech	3,372	2,308	2,019	1,940	1,857	1,782	1,783	1,907
Youngstown CommTech		745	1,105	1,245	1,548	1,663	1,722	1,796
SUB TOTALS	3,372	6,279	6,600	7,311	8,099	8,305	8,275	8,661
GRAND TOTALS	26,092	34,129	41,696	46,363	53,574	57,145	60,157	61,805

TABLE III: TWO-YEAR CAMPUSES
1971-74 ENROLLMENT CHANGE

	HEADCOUNT		FULLTIME EQUIVALENT	
COMMUNITY COLLEGES	COMPOSITE GROWTH	ANNUAL GROWTH RATE	COMPOSITE GROWTH	ANNUAL GROWTH RATE
Cuyahoga	22%	6.9%	15%	4.6%
Lakeland	74	20.2	54	15.4
Lorain	17	5.3	5	1.7
Sinclair	84	22.5	82	25.6
Rio Grande	-	-	-	-
SUB TOTALS	30%	9.5%	29.4%	9.0%
STATE GENERAL & TECHNICAL COLLEGES				
Edison	-	-	-	-
TECHNICAL COLLEGES				
Belmont	67%	18.7%	18%	5.8%
Central Ohio	201	58.9	372	67.8
Cincinnati	68	19.0	57	16.2
Clark	48	13.9	19	6.9
Columbus	52	14.9	28	8.6
Hocking	37	11.0	57	16.1
Jefferson	61	17.1	29	9.0
Lima	52	15.0	52	14.9
Marion	109	27.8	117	29.5
Muskingum	(21)	(7.4)	(14)	(4.9)
North Central	88	23.5	74	20.2
Northwest	84	22.6	48	13.8
Owens	122	30.4	96	25.1
Scioto	107	27.4	103	26.6
Stark	618	92.9	450	76.6
Terra	125	31.0	101	26.2
Washington	453	76.9	362	66.6
OSU Agricultural Tech	-	51.9	-	80.5*
SUB TOTALS	73%	20.0%	56.6%	16.1%
UNIVERSITY BRANCHES				
U Akron Wayne	-	11.9%	(7)%	(2.5)%
UC Clermont	-	69.7	-	73.4*
UC Ohio College Appl. Sci.	19	6.6	23	7.2
UC Tri-County	(21)	(7.5)	(68)	(11.9)
UC Raymond Walters	30	9.0	4	1.2
KSU Ashtabula	(16)	(5.7)	(13)	(4.4)
OU Belmont	(33)	(12.3)	(48)	(19.4)
OU Chillicothe	(13)	(4.6)	(27)	(9.8)
KSU E. Liverpool	(10)	(3.4)	(15)	(5.3)
BGSU Firelands	48	14.0	7	2.2
KSU Geauga	(50)	(20.8)	(53)	(22.2)
MU Hamilton	(4)	(1.5)	(7)	(2.5)
OU Lancaster	(13)	(4.6)	(25)	(9.0)
OSU Lima	(18)	(6.5)	(30)	(11.3)
OSU Mansfield	(6)	(2.0)	(14)	(4.8)
OSU Marion	(7)	(2.4)	(21)	(7.6)
MU Middletown	(15)	(5.1)	(17)	(5.9)
OSU Newark	(6)	(2.0)	(11)	(3.8)
OU Portsmouth	(31)	(11.6)	(33)	(12.3)
KSU Salem	(32)	(12.2)	(36)	(13.9)
KSU Stark	(22)	(8.0)	(29)	(8.2)
KSU Trumbull	(12)	(3.8)	6	1.9
KSU Tuscarawas	(7)	(2.4)	(11)	(3.8)
WSU Western Ohio	(7)	(2.4)	(10)	(3.6)
OU Zanesville	(26)	(9.8)	(33)	(12.7)
SUB TOTALS	(0.6)%	(0.7)%	(16)%	(5.5)%
UNIVERSITY URBAN TECHNICAL CENTERS				
U Akron CommTech	(19)%	6.8%	14%	4.5%
UC University College	5	1.7	(1)	(0.3)%
UT CommTech	(5)	(1.6)	3	0.9
Youngstown TechComm	30	9.2	16	5.1
SUB TOTALS	(0.1)	(0)	6	2.1
GRAND TOTALS	25%	7.8%	15%	4.9%

Note: Parentheses indicates decline.
*Initial year of operation 1972

SIZE OF INSTITUTIONS

To provide adequate postsecondary educational services at the two-year level requires an institution of at least a certain size. C.W. Ingler, Jr., Vice-Chancellor for Policy and Planning of the State University of New York Systems Office, in a paper prepared as a consultant for the Ohio Citizens' Task Force wrote:

> "It is very doubtful whether a college or university of less than 1,000 FTE students can be a reasonably efficient base for all of the proper components of such an institution; and a unit of less than 500 FTE is most certainly a marginal operation.
>
> But the issue of optimum or minimum size is not only a logistical issue; it is an educational problem. Any institution of higher education, whether technical or otherwise, should be a market place of competing ideas, approaches, and convictions in each department of study. The proper educational exposure for a student is exposure to those variegated approaches to each subject."

In Ohio, the determination of subsidies for institutions of higher education on a fulltime equivalent student basis is another reason for identifying a minimum enrollment level for a successful campus. For several years the Board of Regents has provided supplementary funds for very small campuses on the premise that they would grow to a size which would permit a quality program supported by the standard FTE subsidy. In 1973, and again in 1974, the Board began to adjust the amount of the small campus subsidy so that it would terminate in six years from the time campus facilities opened. It was the Board's judgment that within three biennia the school with real potential and strength would grow beyond 500 FTE students. If there are special factors in play so that campuses are needed but are unable to reach an enrollment of 500 FTE students, this should be recognized by special legislative action in the future.

In 1974, nine two-year institutions received a small campus adjustment, and eight others with fewer than 500 FTE did not receive the supplement, either because they were not in permanent facilities or they had been in operation for over six years. One of the schools in the latter category (the Portsmouth Branch of Ohio University) has combined with Scioto Technical College to become Shawnee State General and Technical College. Another, the Tri-County Center of the University of Cincinnati, will become the core unit for the new Southern State General and Technical College. There is good evidence that these new institutions will be strong on their own:

This year one of the state's newest institutions, Edison State General and Technical College, had a smaller enrollment than originally anticipated, perhaps in part because the community has not recognized fully the mission of Edison and the Resident Credit Center operated by Wright State University in the same city.

In two locations, there are two separate institutions enrolling fewer than 500 FTE. While three of these four institutions are less than six years old and growth based on full range programming can still develop, it would be reasonable in each instance for the principals involved to consider at least some administrative consolidation, and perhaps actual institutional consolidation. The Board of Regents will have to examine whether it is justified in providing special small campus supplements before subsidy distribution in 1975.[3]

ADMINISTRATIVE ORGANIZATION

The Board of Regents recognizes the complex governance patterns of two-year campuses. The Citizens' Task Force reviewed the existing system and reported:

> "We have studied the two year situation in more depth than any other problem. We have received strong recommendations to continue the status quo and equally strong ones to revamp the present system completely through consolidating many existing units under the Board of Regents. We find no final solution in either approach.

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[3] In Belmont County, the Belmont Technical College had a 1974 FTE of 257, while the Belmont Branch of OU had an FTE of 322 lower division subsidized credit courses.
In Marion County, Marion Technical College had 255 FTE in 1974, while the Marion Branch of OSU (over six years in operation) had 473 lower division subsidized credit courses.

"Ohio, in the early 1960's, did not create a statewide network of community colleges. Today we find no good reason, for the sake of simplicity and uniformity, to reject history, community wishes and legislative intent. If Ohio has a 'mixed-bag' of two-year institutions, all have a distinct reason for being. Many two-year institutions and branch campuses have been operating under the threat of being restructured by central authority."

The Board of Regents at this point specifically eschews any program or plan to create a system of two-year institutions under a single pattern of governance. The concerns expressed in the preceding section on institutional size, however, and those expressed elsewhere on programming, must be shared by the local boards, advisory committees, university boards of trustees, and the Board of Regents. If changes in administrative or governance structures seem necessary or warranted, the Board will not hesitate to raise the issues publicly for discussion, debate, and decision.

The Board of Regents does not expect to create any additional two-year campuses.

In the seven Ohio cities having both a technical college and a university branch operating on the same campus, attention should be given to developing a public image that there is one campus, even though two different administrative organizations exist.

For the purposes of day-to-date operations and to assist in avoiding unwarranted program duplication and competition, the Board adopts the basic statement of institutional mission made by the Task Force:

TECHNICAL COLLEGES should concentrate on the effective delivery of technical and career education programs in response to local and regional needs. Technical colleges should consider a change to a state general and technical college where two-year general study transfer programs are not being met by a community college, university branch campus or a state-assisted university within a given region of the state. The state should work toward a more uniform approach with technical college boards of trustees.

UNIVERSITY BRANCH CAMPUSES should concentrate on the effective delivery of two-year general study transfer programs. If technical education is not being provided within a region served by a branch campus, the mission of the branch campus should be expanded to provide such services and consideration should be given to converting to a state general and technical college. Upper division and graduate course work at branch campuses should be discouraged in every appropriate manner including loss of subsidy entitlement by the Board of Regents, except in regions where, in the judgment of the Board of Regents, those services cannot be otherwise obtained for parttime students. Universities with branch campuses should strengthen citizen advisory councils through regular meetings with boards of trustees, establish provisions for rotating memberships on advisory councils, develop specific charges to guide the work of advisory councils and provide pertinent financial data to the advisory council membership.

COMMUNITY COLLEGES should concentrate on the effective delivery of comprehensive two-year programs in general studies and technical education.

The public universities refer to their off-campus centers as regional campuses. The Ohio Board of Regents believes that two missions take place on a regional campus. The lower division offerings are referred to as a "branch;" this report deals with the two-year mission, and therefore describes only that portion of the total regional campus mission. Universities also include in their regional campus concept the mission referred to by the Board of Regents as a Residence Credit Center which relates to upper division and graduate school courses. The Regents believe that the Residence Credit Center concept probably needs to be expanded when there is local need demonstrated for specific courses. However, the most important mission of a branch is the delivery of lower division offerings.

FIGURE III:
TWO-YEAR CAMPUSES' STUDENT COUNT FROM HOME COUNTY AND CONTIGUOUS COUNTIES

Note: Data from Urban Centers unavailable; numbers in circles denote enrollees from home county. Ohio Board of Regents, Student Inventory Data, Fall 1973.

PLANNING AREAS

In the 1971 Master Plan, the Board of Regents indicated that plans for the creation of additional two-year campuses would be approved by the Board of Regents when two conditions exist: (1) there is a reasonable expectation of the enrollment of 1,000 fulltime equivalent students by 1980, and (2) there is no public two-year campus available within an approximate 30-mile radius of the area to be served by the proposed new two-year campus.

The issue of creating new two-year campuses is now past. The first recommendation of the Citizens' Task Force was:

> **Recommendation 1: Given the present population projections, the General Assembly should not establish any additional permanent two- or four-year undergraduate campuses or expand existing two-year institutions into four-year institutions.**

Planning for comprehensive services, however, encourages the identification of a minimum population to be served. For a two-year college, this is probably at least 100,000 persons.[4] Which campus a student will choose for his education depends on a number of considerations, of which proximity and local identification are two. Few two-year campuses have residence halls or housing offices; most two-year programs draw only commuters.

Figure III shows the number of students enrolled on two-year campuses from the county in which the campus is located and from nearby counties. The options which seem to be open to potential students, however, are often not practical for people in remote sections of some counties.

INTER-INSTITUTIONAL COOPERATION

In recent years Ohio's postsecondary educational institutions, public and private, have greatly expanded their attempts to do cooperative comprehensive planning. Several regional consortia are attempting to deal with the problems of inter-institutional cooperation, in their endeavors to serve Ohioans in a variety of educational programs, while at the same time avoiding unwarranted duplication of effort. The recently created "1202 Commission" fosters these efforts. Some two-year campuses in planning new educational programs are attempting to use services and facilities of other nearby institutions. In a few cases students are simultaneously enrolled on more than one campus in order to tailor-make a program to fit their individual needs.

OUT-OF-STATE STUDENTS

The two-year campuses near the borders of Ohio face two special problems. One is competition from institutions nearby in other states. The second is state subsidy policy which, in effect, limits service only to Ohioans and excludes many persons within the natural interstate service area.

Figure IV identifies Ohio's two-year institutions in counties adjacent to state boundaries and the colleges in adjoining states which are located in counties adjacent to the borders. Preliminary conversations have been held with chancellors from the adjoining states to explore the possibility of joint planning for institutions and for programs. Further studies are currently underway.

The West Virginia Board of Regents (a governing board for the entire state system) has authority to contract for services comparable to that of a college in Ohio. Its Chancellor has indicated a desire to contract with one or more of our two-year colleges for special services. The staff of the Ohio Board of Regents will act to facilitate such contracts where they provide more adequate utilization of resources on our campuses.

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[4] Assume a participation rate of at least one-half the average participation rate for all colleges in Ohio (one-half of 3.68 percent or 1.84 percent). A population of 100,000 would provide a potential enrollment of 1,840 students, sufficient for a strong campus.

FIGURE IV:
OUT-OF-STATE TWO-YEAR CAMPUSES LOCATED IN COUNTIES
ADJACENT TO OHIO BORDER

1. Monroe Community College, Mich.
2. Penn State Behrand Branch
3. Edinboro State College, Pa.
4. Penn State Shenango Valley Branch
5. Penn State Beaver Branch
6. Beaver County Community College, Pa.
7. W.Va. Northern Community College
8. Parkersburg Comm College, W.Va.
9. Ashland Community College, Ky.
10. Maysville Community College, Ky.
11. Northern Kentucky State College
12. Richmond Voc Tech College, Ind.
13. Ft. Wayne Voc Tech College, Ind.

COST OF ATTENDING

Student Fees:

The cost of postsecondary education most obvious to a potential student is the fee which must be paid to attend. The statutory maximum instructional fee per quarter for a fulltime Ohio student attending a two-year campus is $210. In addition, a general fee of up to $50 per quarter may be charged. For special services (e.g., parking) other fees may also be levied.

The total fees for a fulltime student enrolled for three quarters at one of Ohio's two-year campuses may run as high as $800 (see Table IV). An analysis of the American Association of Community and Junior College Directors in 1974 indicates that only two states, Vermont and Pennsylvania, charge higher fees at two-year campuses than does Ohio. Some states charge no tuition fee.

Studies of the effect of fees on enrollment in post-secondary education consistently conclude that demand is price-responsive; in fact, the total American economy operates on that hypothesis. A recent experiment at two colleges within the Wisconsin system demonstrated that a substantial cut in fees increased enrollment dramatically. At Fond du Lac the enrollment increased 45 percent and at Rice Lake enrollment increased 27 percent. Studies of the new enrollees indicated that many of them would not have enrolled at any school except for the available low tuition cost.

Several districts in Ohio have voted property tax levies which permit their two-year colleges to offer lower fees to district students. These include some of the most populous and wealthy counties and some of the least populous and poorest.[5]

While property tax proposals can be submitted to voters on behalf of a technical college, only Jefferson County Technical Institute has seen fit to do so. However, other institutions still have managed generally to keep instructional fees below those of the four-year institutions.

University branches generally use the same instructional fee structure, though on some branch campuses a different general fee is imposed. This reflects not only the pricing policy, but also the fact that faculty loads, one of the most significant cost factors, usually are established by main campus standards rather than by practices among other two-year institutions. The pricing differential that results when a university branch and a technical college share a campus is one source of tension among institutions in the system.

Fees for parttime students vary within the system (see Table IV). A parttime student enrolled for a six-quarter credit hour load at Cuyahoga Community College would pay an instructional fee of $42, while a student enrolled for the same number of quarter credit hours at the Clermont Branch of the University of Cincinnati would be assessed $150. This drastic difference in instructional fees charged to parttime students undoubtedly has an effect on part-time enrollments. Current Ohio statutes do not address the issue of fees to be charged parttime students. The Board of Regents' staff recommends adoption of a philosophic position that part-time students should not pay proportionately more than fulltime students with the goal of requesting legislation to this effect when budgetary costs involved can be met.

Opportunity Costs:

When a student elects to continue his education after high school rather than to take a job, he gives up the income which he might have earned during his years in college. This foregone income is sometimes referred to as opportunity costs. While it is seldom quantified, even by the individual involved, there is evidence that it is of great importance in determining whether to go on to college.

Some persons, for their own needs or those of their family, must bring in wages immediately. In Ohio, where there are many well-paying jobs available to the person with only a high school education, this is particularly tempting. In fact, the difference in wages favoring the college trained person over the person from high school often gets to be so little that it would require a person earning at average rates several years to make up the funds he would have

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[5]Community colleges in Cuyahoga, Montgomery, Lorain, Lake counties and the Rio Grande Community College (Vinton, Meigs, Jackson and Gallia counties) have tuition fees of $100-$150 per quarter for district residents. Jefferson County Technical Institute has quarterly tuition fees of $100 made possible by a local property tax. The University of Cincinnati also offers lower tuition for district students at its two-year University College and Ohio College of Applied Science. Part of the property tax revenue also goes for capital facilities beyond those financed by state funds.

earned while in college. When this occurs, the opportunity costs are high and college attendance tend to drop.[6] When jobs are scarce or low paying for the high school graduate, the opportunity costs tend to be lower.

Several two-year campuses offer educational programs on a study-work "cooperative basis" which not only provide good education, but also permit the student to earn while learning. Cincinnati Technical College has an outstanding record in this regard and other two-year campuses have some programs tailored in this manner. During recent years many more parttime students are enrolling at Ohio's campuses partly to reduce opportunity costs (see Table IV). Programs offered in the late afternoon and evening help meet this need. Although some parttime students enroll during the daytime hours, the majority enroll in evening programs. Some of the better instructors are assigned to these programs and several campuses are crowded during evening hours. For example, Ohio's two-year campuses with substantial evening enrollments are listed in Table V.

Each year since 1971 the percentage of parttime students enrolled on Ohio's two-year campuses has risen. This Fall, on the average, over half (52.5 percent as compared to 44.8 percent in 1971) of a two-year college's enrollment was comprised of students having credit-hour loads of less than 12. Approximately one-fifth (19.5 percent as compared to 16.8 percent in 1971) of the average two-year colleges' enrollment was made up of students enrolled in credit courses totalling less than 4 hours (see Table VI).

Helping a person choose appropriate programs, and find employment after satisfactorily completing programs with high income potential, demands effective counseling. All two-year campuses are proud of their counseling efforts. Most community colleges have initial counseling services for all entering students, and continue their efforts during the period of enrollment. They also have fulltime placement offices to assist technical program graduates in securing jobs, as well as to assist enrolled students in finding parttime jobs to offset the cost of education. Because of the importance to society of persons with high skills and good educational background, special efforts must be made to keep all costs of acquiring an education low to the individual.

The budget proposal submitted by the Board of Regents in September 1974 contained two recommendations relating to counseling. One would establish information and referral centers to give an individual data on which to make a judgment concerning college. The other would establish technical program recruiters to work both with the potential student and with prospective employers.

PROGRAMS

The two-year campuses offer a wide variety of programs aimed generally at meeting the objectives outlined earlier in this report. They include non-credit short-term programs, limited one-year occupational programs with job competence the primary aim, two-year training for a technologist or technician, and baccalaureate-oriented programs. Completion of a full program is not always necessary for it to be of value to the individual, though there is generally a correlation between educational attainment and income. Completion of programs is recognized by a certificate, an associate degree, or transfer to a baccalaureate college or university. Many individuals enroll in technical offerings to prepare for initial employment, while others enroll to upgrade their present job skills.

The Board of Regents will soon publish a new listing by sections of the state of all the technical associate degree programs offered in Ohio. This report will describe the opportunities offered and the campus locations.

Staff review of programs suggests that there are some areas of the state within which needed courses are not available. The Citizens' Task Force Report suggested as a "minimum requirement" for each area of the state: "delivery of varied educational programs comparable to those of a comprehensive community college." (p. 23). (See also Goals, Category 2, Program.) The guidelines for further planning in the next section of this report outline procedures for reaching this goal.

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[6]This point is elaborated on the national scene by Stanley D. Nollen in a doctoral dissertation at the University of Chicago (1974).

TABLE IV: 1974-75 INSTRUCTIONAL FEES

	FULLTIME			PARTTIME*	
COMMUNITY COLLEGES	IN-DISTRICT	OUT-OF-DISTRICT	OUT-OF-STATE	6 HRS. LOAD IN-DISTRICT	OUT-OF-DISTRICT
Cuyahoga	$100	$150	$300	$ 42.00	$ 60.00
Lakeland	120	210	333	48.00	84.00
Lorain	150	210	285	60.00	84.00
Sinclair	120	195	270	48.00	78.00
Rio Grande	150	210	630	60.00	84.00
STATE GENERAL & TECHNICAL COLLEGES					
Edison	200		400	96.00	96.00
TECHNICAL COLLEGES					
Belmont	200	205	225	102.00	108.00
Central Ohio	205	210	360	108.00	111.00
Cincinnati	125	150	250	60.00	72.00
Clark	185	190	370	75.00	80.00
Columbus	190	200	450	95.00	100.00
Hocking	150	155	325	75.00	75.00
Jefferson	100	135	190	48.00	66.00
Lima	180	181	530	102.00	103.00
Marion	200	201	550	102.00	103.00
Muskingum	150	155	350	66.00	72.00
North Central	180	190	360	90.00	96.00
Northwest	200	210	400	100.05	105.00
Owens	155	156	310	85.50	86.50
Scioto	150	155	175	60.00	65.00
Stark	150	151	351	75.00	76.00
Terra	135	140	350	60.00	72.00
Washington	150	155	180	72.00	77.00
OSU Agricultural Technical	210		560	130.00	
UNIVERSITY BRANCHES					
U Akron Wayne	190		490	84.00	
UC Clermont	200		450	156.00	
UC Ohio College of Appl. Sci.	165	210	350	96.00	
UC Tri-County	200		450	156.00	
UC Raymond Walters	210		535	138.00	
KSU Ashtabula	190		610	150.00	
OU Belmont	210		610	156.00	
OU Chillicothe	210		610	156.00	
KSU E. Liverpool	190		610	150.00	
BGSU Firelands	210		610	144.00	
KSU Geauga	190		610	150.00	
MU Hamilton	210		610	126.00	
OU Lancaster	210		610	156.00	
OSU Lima	200		560	100.00	
OSU Mansfield	200		560	100.00	
OSU Marion	200		560	100.00	
MU Middletown	210		610	126.00	
OSU Newark	200		560	100.00	
OU Portsmouth	210		610	156.00	
KSU Salem	190		610	150.00	
KSU Stark	190		610	150.00	
KSU Trumbull	190		610	150.00	
KSU Tuscarawas	190		610	150.00	
WSU Western Ohio	210		510	138.00	
OU Zanesville	210		610	156.00	
UNIVERSITY URBAN TECHNICAL CENTERS					
U Akron CommTech	190		490	84.00	
UC University College	190	230	530	132.00	156.00
UT CommTech	210		610	130.50	
Youngstown TechComm	180		370	108.00	

*The calculated instructional fee for a student enrolled for a 6 quarter credit hour load

TABLE V:
SOME EXAMPLES OF TWO-YEAR CAMPUSES WITH SUBSTANTIAL EVENING PROGRAMMING, FALL 1973

COMMUNITY COLLEGES	RATE OF EVENING PARTICIPATION
Sinclair	50%
Cuyahoga	
Metro	42%
Western	49%
Eastern	67%
BRANCHES	
Western Ohio	63%
Raymond Walters	59%
Wayne	55%
Lancaster	46%
TECHNICAL COLLEGES	
Lima	66%
Terra	61%
Marion	53%
Owens	43%
Hocking	39%
Jefferson	39%

Source: UIS - Student Inventory, 1973

As preparation for more detailed planning local action, a statewide advisory committee for each of the five categories of technical programs recognized by the Board of Regents has met several times to review current and needed programs, and to identify the population base which would warrant such programs. A list has been prepared on the basis of this advice naming some programs that can and should be available in almost every commuting area, and others that are needed in only one or a few places within the state. This list, which is included in the Appendix, can be used in the planning process described later.

The Regents plan experimentally to alter their current policy to permit the approval of one-year programs that may or may not lead to an associate degree.

Such programs will not be approved or encouraged on a statewide blanket basis. Instead they will be permitted only in localities where a study of needs and alternate resources (such as vocational or proprietary schools) are not adequate.

ARTICULATION

Transfer of credits to and articulation of programs with senior colleges are relatively minor problems for two-year college students in Ohio. Most senior universities accept baccalaureate-oriented credits earned at their branch campuses without hesitation, though there are a few program exceptions still extant. After some reluctance on the part of a few universities in early years to accept credits from community colleges and technical colleges, there now seems to be little hesitation among the universities in accepting credits earned in general studies and baccalaureate-oriented courses. Some senior institutions also accept graduates from technical programs without loss of credit when they transfer into special technical curricula designed on a two-plus-two concept. Miami University initiated this concept that has been followed by several other universities. Annually university representatives visit two-year campuses to recruit for upper division technical programs.

TABLE VI:
TWO-YEAR CAMPUSES CREDIT HOURS LOADS
BY PERCENTAGE OF ENROLLEES* 1971-74

Credit Hours	0-3	4-6	7-9	10-12	13-15	16-18	19 or more	Total
COMMUNITY COLLEGES								
4-Year Average	24.0%	22.3%	13.2%	13.5%	16.7%	9.2%	1.1%	100%
1974	24.7	23.7	14.0	13.3	15.0	8.2	1.1	100%
1973	24.6	22.7	13.2	13.4	16.1	9.0	1.0	100%
1972	23.6	21.4	13.0	13.4	17.3	10.1	1.2	100%
1971	22.6	21.0	12.3	13.9	19.1	10.0	1.1	100%
TECHNICAL COLLEGES								
4-Year Average	14.2%	11.2%	10.1%	8.9%	14.1%	33.8%	7.7%	100%
1974	14.9	12.4	12.0	10.4	13.6	28.3	8.4	100%
1973	13.1	11.4	10.2	9.6	14.5	32.3	9.0	100%
1972	13.6	10.9	9.0	8.2	13.7	37.1	7.5	100%
1971	15.0	9.0	8.0	6.3	14.8	41.9	5.0	100%
UNIVERSITY BRANCHES								
4-Year Average	11.7%	19.2%	9.7%	11.4%	22.2%	22.4%	3.4%	100%
1974	13.3	21.3	9.8	11.8	19.8	20.6	3.4	100%
1973	12.6	20.2	10.3	11.4	20.8	21.3	3.4	100%
1972	10.7	18.6	9.5	10.7	22.8	23.5	4.2	100%
1971	10.2	16.7	9.4	11.6	25.2	24.1	2.8	100%
TOTAL TWO-YEAR CAMPUSES								
4-Year Average	18.2%	19.2%	11.5%	12.0%	17.9%	18.1%	3.1%	100%
1974	19.5	20.6	12.4	12.3	16.0	15.9	3.3	100%
1973	18.8	19.7	11.7	12.1	17.2	17.2	3.3	100%
1972	17.6	18.6	11.1	11.5	18.5	19.4	3.3	100%
1971	16.8	17.5	10.5	11.8	20.7	20.3	2.4	100%

*Data unavailable for university urban centers and Ohio College of Applied Science; not included in study are academic centers and extension programs of universities.

There remain today some issues difficult to resolve on a universal basis, primarily, in the appropriate ways to equate certain technical courses with credit courses on senior university campuses in curricula not designed on the two-plus-two concept. These problems are seen in their most severe form where exacerbated by requirements of professional accrediting agencies, particularly in the field of business administration. They are not contrived issues, however, but real questions arising from the difference in courses of study on the same subject (say, for example, cost accounting aimed at two different targets: immediate job competence at an entering level for the two-year associate degree applicant, and broader understanding in a management context for the baccalaureate student).

Senior institutions have been able to work with two-year campuses to identify potential problems and to clarify for the student what may be expected if transfer to a four-year program is planned. Cleveland State University, for example, publishes a guide for students enrolled in two-year campuses which lists the courses they should take if they desire to complete a four-year degree at the university in a most expeditious manner.

One of the inescapable problems which will always remain in the field of transfer of courses is the careless (or, on occasion, deliberate) lack of understanding on the part of the student. Every effort to communicate the basic facts of transfer must be continued in catalogs, publicity releases, and counseling.

Additional attention needs to be devoted to better articulation between two-year campuses and high schools, with particular attention being given to articulation between vocational high school programs and two-year programs and two-year campus technical offerings. Undoubtedly, student needs can be met better and physical facilities be made more available, through articulation and cooperation.

DEVELOPMENTAL EDUCATION

Not everyone who wishes to participate in postsecondary education is fully equipped educationally to make use of traditional programs of instruction. The reasons may be economic, social deprivation, or simply a failure on the part of the individual to have taken advantage of earlier learning opportunities. If a person seeks additional educational opportunity and has the basic capability to utilize it, then there should be ways available for that person to make up for the lack of educational development.

Two-year campuses have traditionally accepted responsibility for making open access meaningful. Classes smaller than those on university campuses, instruction by persons with training in teaching, as well as subject matter, and more intimate contact with students have been regularly cited in their literature.

As recruitment, special laboratories, tutoring, commitment, and more intensive counseling have become recognized as elements of developmental education programs; two-year campuses found their resources thin for these programs just as did senior campuses. The special appropriations provided by the legislature helped, but many two-year campuses are expending sizeable sums from general sources to help meet this need.

The Regents' distribution formula was revised in 1973 to encourage cooperation in developmental education when two separate institutions share a common campus. By having the institutions work together a sufficient "critical mass" of students needing developmental education programs could be assembled under one specially trained staff to provide these services more economically.

section three

GUIDELINES FOR FURTHER PLANNING

The Citizens' Task Force on Higher Education was explicit in its recommendations on the goals and procedures of planning. Many of these recommendations are directly applicable to the further review of two-year campuses. Here are some of the specifics:

Recommendation 17: The Board of Regents should concentrate on achieving an accessible, orderly, effective and excellent system of postsecondary education for the citizens of Ohio. To accomplish this objective the Board of Regents should:

1. develop a structure for the planning of postsecondary education in Ohio which involves all segments: public and private, two-year and four-year and accrediting proprietary institutions,
2. supplement the master plan approach with a process of continuous planning based on public policy objectives,
3. require any institution receiving state funds to submit long range instructional capital plans and to update them annually.
4. . . .*
5. divide the state into appropriate regions for planning,
6. foster the development of voluntary, broadly representative, regional planning consortia within each planning region of the state,
7. review instructional program offerings, particularly at the graduate level, and exercise the power of program assessment when appropriate and necessary,
8. . . .*
9. evaluate instructional programs and services by two-year institutions, university branch campuses and accredited proprietary institutions within each planning region, and
10. create a unified, adequately-funded planning structure within the Board of Regents which brings together a relatively small, highly competent staff of academic planning specialists.

. . . .*

Recommendation 18: The Chancellor should develop policy-focused, problem-oriented, broadly representative committees.

. . . .*

Recommendation 20: The Board of Regents should give priority attention to those geographic regions where unwarranted program duplication and unnecessary institutional competition exist. Recognizing a concern with program proliferation, the Board of Regents should encourage two-year campuses to delete course offerings with low enrollment as new programs are added. The Board of Regents in cooperation with institutions, should assume leadership in developing an approach for program deletion.

. . . .*

*Most of the specific recommendations and fragments omitted here deal with graduate education programming. See Task Force Report (1974).

FIGURE V:
PARTICIPATION IN OHIO PUBLIC HIGHER EDUCATION*
FALL 1973

* Ohio Enrollees per 1,000 population

RATES	RANGE
HIGH	Greater than 27
GOOD	21-26
FAIR	16-20
LOW	Less than 16

*Ohio Residents Enrollment in Public Higher Education Degree–Credit Courses Compared to Population

Source: Ohio Board of Regents, Ohio Department of Economic and Community Deve'opment, U.S. Bureau of the Census

Recommendation 21: To correct the uneven development of services at two-year campuses, the Board of Regents should begin a comprehensive study that includes the following dimensions:

1. identification of regions in the state where access to the first two years of college (general studies) is not available,
2. identification of regions in the state where access to technical education is not available, and
3. identification of the number of students needed at a campus or within a given region to provide an appropriate base for a quality technical education program, transfer program and community service program.

The Task Force urged that the major goal of postsecondary education in Ohio must be to reach the national average of participation. In order to achieve this goal special attention must be paid to those sections of the state in which involvement with postsecondary education is below what it should be if account is taken of the communities' needs and resources.

In order to understand the problem better the Regents' staff constructed a map showing the current participation rate in subsidized college credits in the public institutions of Ohio. This map on subsidized college credits tells only part of the story, of course. Over 400,500 Ohioans participated in non-credit courses offered in the public institutions of higher education. Approximately 222,600 participated in adult vocational education programs funded by the Department of Education. Approximately 54,600 individuals are enrolled in Ohio's proprietary schools. In addition, there is a significant number enrolled in credit and non-credit offerings in Ohio's private colleges and universities (see Figure V).

The only way to evaluate participation effectively is to focus on the needs and resources of a given geographical area. As a beginning point, however, the perceptions presented on the basis of statewide data can be used. The important thing is for a review process to begin and to cover the entire state.

The Board of Regents with this document instructs the Chancellor and his staff to begin such a review. The Chancellor will work with local institutions and impanel a committee comprising representatives of the local community, the postsecondary educational institutions serving the area and the Board. The Regents believe that every Ohioan regardless of place of residence should feel a local tie with some institution offering the services of a two-year campus. In establishing the planning committee care must be taken that all counties of the state are represented in connection with one or more two-year campus studies. These committees should review the local situation in light of the goals outlined in Section I of this report. It should then evaluate program needs and resources and establish a timetable for local and state actions to meet identified needs. The Board of Regents will work with the local committee in development and approval of programs in line with the local plan.

Of immediate concern are sixteen groups of counties listed on pages 26 and 27 where the participation rate of residents appears to be below average. This may be caused by the unavailability of programs, cost factors, or because local institutions failed to convince prospective students of the advantages or enrolling in the programs that are available.

The first five of these county groups as listed either have new comprehensive two-year colleges or are in the process of planning a new two-year college that will be administered by a local board of trustees. The Board of Regents requires each new college to submit a detailed plan, including demographic information before the college is issued a charter. These five groups of counties have a splendid opportunity under their current planning process to develop outstanding community-based programs:

Counties		Public Colleges to be Involved in the Study
1.	Darke Miami Shelby	Edison State General and Technical College
2.	Adams Brown Clinton Fayette Highland	Southern State General and Technical College
3.	Lawrence Pike Scioto	Shawnee State General and Technical College
4.	Gallia Jackson Meigs Vinton	Rio Grande Community College
5.	Holmes Medina Wayne	Wayne Branch, (UA)

The following six groups (6-11) of counties appear to need more baccalaureate-oriented programs and perhaps some additional technical and lifelong learning programs;

Counties		Public Colleges to be Involved in the Study
6.	Defiance Fulton Henry Paulding Williams	Northwest Technical College
7.	Champaign Clark Logan	Clark Technical College Wright State University Central State University
8.	Marion Morrow Wyandot	Marion Technical College Marion Branch, (OU)
9.	Guernsey Muskingum Noble	Muskingum Area Technical College Zanesville Branch, (OU)
10.	Carroll Coshocton Tuscarawas	Tuscarawas Branch, (KSU)
11.	Belmont Harrison Jefferson Monroe	Belmont Technical College Belmont Branch, (OU) Jefferson County Technical Institute

Additional study of enrollment trends in technical programs reveals that five groups (12-16) of counties probably need to be served with more technical programs and continually to have emphasis to prospective students placed on the advantages of enrolling in technical offerings:

Counties		Public Colleges to be Involved in the Study
12.	Allen Auglaize Mercer Putnam Hancock Hardin Van Wert	Lima Technical College Lima Branch, (OSU) Western Ohio Branch, (WSU)
13.	Erie Huron	Firelands Branch, (BGSU)
14.	Licking	Newark Branch, (OSU) Central Ohio Technical College
15.	Fairfield Pickaway Ross	Lancaster Branch, (OU) Chillicothe Branch, (OU)
16.	Ashtabula Geauga	Ashtabula Branch, (KSU) Geauga Branch, (KSU)

For the planning of two-year campus programs in each of the latter eleven groups of counties, the Board of Regents will work with advisory committees made up of representatives of each public two- or four-year campus located in the counties, and other persons from the counties deemed advisable by the Chancellor after consultation with the public institutions.

The Board of Regents instructs the Chancellor to prepare a schedule by which the entire state will have been covered before December, 1976. The Board will cooperate in rapid consideration of creative programs proposed by the local groups. However, it will not give indefinite approval to new programs proposed by individual institutions apart from the local committee review.

If a group of local institutions wishes to begin its planning before the Chancellor's schedule would provide, the group should ask to be advanced on the schedule. Every effort will be made to accommodate advanced planning.

The Chancellor will provide assistants to work with local committees, to collect basic demographic data, and information on state (as contrasted with local) resources and perspectives, and to facilitate state action to implement local plans.

Each advisory committee will take as its first charge the creation of a plan for the geographic area it serves which will meet the "minimum requirements" outlined by the Citizens' Task Force, i.e.,

> "1. delivery of varied educational programs comparable to those of a comprehensive community college,
>
> 2. pooling of financial resources and administrative services where possible, and
>
> 3. thorough inventory of citizen demand and an assessment of the capacities of both public and private institutions to meet those demands within a given region." (p. 23)

The comprehensive services are considered to include non-credit continuing education courses.

More specifically, the committee will (1) review the needs, resources, and extent to which comprehensive services are available to the residents by the various postsecondary educational institutions, private, public and vocational centers which serve adult students; (2) identify attitudes and desires toward postsecondary education by prospective students; (3) assess the desires of parents of junior high school aged students regarding aspirations for postsecondary education; (4) assess future needs for training manpower to serve local businesses, industries and the professional community; (5) collect and review demographic data that can be used by the campuses and the Board of Regents in future planning; and (6) recommend solutions to the campuses and the Board of Regents regarding problems that may inhibit prospective students from enrolling in postsecondary education.

To assist two-year campuses in responding to the needs of counties not now a part of a service district, the Board of Regents will consider modifying rules to allow subsidies for courses offered off-campus, when area plans are presented that will assure the Regents that duplication of effort between campuses will be held to a minimum.

appendix

In recent months, the Board of Regents' staff has been working with the leadership of the two-year campuses to develop new guidelines for use in relating to the development and approval of new technical associate degree programs. Consideration has been given to areas of the state not now being served, as well as to suggestions for the elimination of some technical degree programs which are not currently reflective of local job markets.

The primary goal of this effort is to provide for the citizens of Ohio an adequate selection of technical education offerings while at the same time avoiding unwarranted duplication of effort.

After extensive discussions with Ohio's two-year college leaders, consultants and advisory group members, it appears that a demographic approach to program planning is essential.

Population density has served as an effective planning indicator, inasmuch as population statistics reflect the number of students to be served, and to a degree the job opportunities. For health programs, the availability of public clinical facilities is directly linked with population.

Technical program planners, when determining the potential need for a new program, should consider the following demographic factors:

(1) **Size and socio-economic characteristics of the population surrounding individual campuses.**
(2) **Program demand – based on the industrial and business characteristics of the area, employment potential, location of clinical facilities, and work experience potentials.**
(3) **Appeal – how the program is viewed by actual and potential students.**
(4) **Location – how accessible the campus is to the surrounding area (travel time, available transportation, and road conditions).**
(5) **Placement – are graduates going into the fields for which they were trained? What is the receptivity of the profession?**
(6) **Duplication of effort – is the program need now being served by a campus within a 30-mile radius?**

Currently, the Regents recognize over 100 titles for the various associate degree technical programs. Many of the programs have been in existence for several years, some have been successful in attracting students, others have not. Some campuses have been successful in placing their graduates, while others have found that the job market was not adequate. Some offerings were successful financially, while others were not.

It is recognized that there are great variations in the drawing power of various technical programs. It is fairly clear that probably every campus can successfully offer programs in secretarial science. It is also true that most graduates from this program can find immediate employment, in many cases within the service area. On the other hand, dental hygiene technology requires a broader population base, primarily from the standpoint of job opportunities available, state manpower needs, the cost of providing the individual laboratories, and the cost of operating the contemplated program. The Ohio Board of Regents accepts the fact that all programs cannot be delivered on all two-year campuses. Students desiring specialized programs may by necessity have to move nearer to those campuses offering these specialized programs.

Every Ohioan, the Regents believe, should have the opportunity within commuting range to choose from among twelve technical programs being offered. Experience indicates that the following nine technical programs probably can be successful in any area of the state: accounting, business management, secretarial, electrical engineering, electronic engineering, electro-mechanical engineering, drafting / design, manufacturing, and retail management. Three other programs that also appear appropriate to each campus, but not yet extensively offered, are: automotive service management, security administration, and social services. Whether the latter three programs or others should be offered to the citizens of a given area should depend on the unique character of the community to be served.

Other technical offerings require a broader-based approach, perhaps a population base of 350,000. It is generally believed that the state needs only about ten such programs. In submitting these programs to the Board of Regents for approval the campuses must give clear indication that they have discussed the proposed offerings with nearby campuses, and that they agree the new offering will not be unnecessary duplication of effort. Such programs are:

Data Processing	Traffic (Transportation)
Financial Management	Travel / Tourism
Food Preparation	Plastics / Chemical
Hotel / Motel Management	Welding Fabrication
Industrial Marketing	Dental Hygiene
Property Management / Real Estate	Dental Laboratory
Purchasing	Dietetic
Wholesale Management	Emergency Medical
Automotive	Environmental Control / Protection
Civil / Construction	Broadcasting (Radio-Television)
Climate Control	Child Care / Management
Corrections	Gerontology
Industrial Engineering	Environmental Health
Mechanical Engineering	Medical Laboratory
Medical Assisting	Medical Records
Nursing	Occupational Therapy Assisting
Educational Assisting	Physical Therapy Assisting
Surgical Assisting	Radiologic
Crop Management	Agri-Business
Municipal Waste Disposal	Landscaping / Gardening / Turf
Fire Science	Nursery / Greenhouse Operation / Management
Recreational Services	Plant Health / Protection
Law Enforcement	Library / Instructional Media
Advertising	Regional Planning
Food Service Management	Safety
Insurance	Court / Conference Reporting

Experience has further indicated that the following offerings can be justified only on the basis of statewide employment opportunities. At the present time the state system can support only a few of these programs:

Graphics	Dairy Cattle Production / Management
Aviation	Food Processing
Mental Health	Forest Management
Respiratory Therapy	Horse Production / Management
Logistics Management	Optometric Assisting
Ceramics	Pharmaceutical
Nuclear Power	Petroleum
Packaging	Parks / Recreation / Wildlife
Animal Health Assisting	Land Stabilization / Reclamation
Physician Assisting	Livestock Production Management
Renal Dialysis	Mining
Agronomics	Wood Utilization
Agricultural Research / Laboratory	

Undoubtedly as new occupations or professions emerge, the technical manpower needs will change accordingly. Some of the above offerings may eventually be in greater demand; others will become obsolete. In determining expansion and location of new programs the state advisory committees will offer substantial assistance.

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